

CENTRAL EASTSIDE: ENHANCED SERVICES DISTRICT

Enhanced Services District: Executive Summary (2019-2021)

ESD Boundaries

- North: I-84 (south side between Willamette River and east side of 12th Avenue)
- South: SE Division Place (north side between I-99/McLoughlin Blvd and River); SE Division Street (south side between Grand and 10th Avenues; both sides between 10th and 12th Avenues); and SE Hawthorne (both sides between 10th and 12th Avenues)
- East: SE 10th Avenue (west side between Hawthorne Blvd and Division Street); SE 12th Avenue (west side between I-84 and Stark Street; east side between Stark Street and Hawthorn Blvd)
- West: Willamette River (between I-84 and north side of Division Place)

ESD Services (6 Categories):

Please note: all budget figures are for ESD Year 1.

1. Sidewalk Operations and Safety (\$1,250,000)

Cleaning (for full details, see Pages 2-3 of attached)

- Service – District-wide enhanced trash removal in public rights of way (garbage, biohazards, bulky items); as needed sidewalk power washing; graffiti documentation and removal (within 24 hours); must have peer-based component.
- Training – Bi-annual ‘Central Eastside Cleaning Certification’ (2+ hours of training twice a year; training must be trauma-informed and peer-based).
- Contract – Public request for information (RFI) for cleaning services. Investigation of complaints in coordination with the Safety for All Oversight Committee and quarterly reporting to the Mayor’s Office of any complaints received.

If matching funds are provided by the Portland City Council and the Joint Office of Homeless Services, Central Eastside will commit up to \$20,000 from the Sidewalk Operations: Cleaning budget to bring a free day storage program to the district (like the successful locker managed by Central City Concern under the Steel Bridge utilizing peer-based employees who receive a living wage); employees will receive the same bi-annual ‘Central Eastside Cleaning Certification’ referenced above.

Safety for All (for full details, see Pages 3-5 of attached)

- Service – Unarmed Safety Ambassadors will document and address crime, graffiti and trash, and connect those in need to transit, social or supportive services, and generally enhance the afternoon/evening pedestrian experience. A Crisis Worker will be embedded with the Safety Ambassadors during a portion of their service hours and have the same training requirements. All new Safety Ambassador ‘uniforms’ will be low-barrier.
- Training – 12-hour ‘Central Eastside Safety Certification Training’ upon hire and every six months thereafter plus 4 hours of additional training every month (co-facilitated by housed and houseless trainers; training must be trauma-informed, provided by experts in the field and contain, at a minimum, first aid, conflict resolution and de-escalation techniques, mental health crisis response, trauma-informed interventions, social service safety net referrals and ‘Central Eastside Cleaning Certification’).
 - *Situational Protocol – The Safety for All Oversight Committee will establish a ‘Central Eastside Situational Protocol’ that will be provided to all Safety Ambassadors instructing them when to call the police. Any police contacts will result in a report for quarterly review by the Safety for All Oversight Committee.*
- Oversight – A Safety for All Oversight Committee made up of stakeholders including businesses, property owners, nonprofit leaders, social service providers, houseless advocates, residents and government agencies will be convened to advise the ESD on Safety Ambassador training, monitor complaints and trends and recommend changes to services. Every effort will also be made to include at least 3 houseless individuals on the committee.
- Contract – Public request for information (RFI) for Safety Ambassador services. Investigation of any complaints received in coordination with the oversight committee, and quarterly

reporting of these complaints to the Mayor's Office. Preferred providers will have a lived experience of being houseless and/or have staff with a lived experience of being houseless.

2. Community and Workforce Innovation Fund (\$50,000)

Small annual grants to businesses implementing innovative workforce development strategies (e.g.: job training, apprenticeship to work, or houseless to work employment); or community organizations providing services in district that support ESD goals/activities (e.g.: peer-based waste collection pilot projects, peer-based safe storage pilot projects, or peer-based environmentally-friendly human waste collection projects). All grant funds must be used for projects in district.

3. Streetscape Improvement and District Identity (\$175,000)

District brand/identity; Web site, newsletter and communications; Marketing and promotions strategies including district-wide events; Wayfinding including map, banners and signage promoting assets, transit and destinations

4. Parking and Transportation (\$800,000)

Transportation demand management and road safety improvements; efficient movement of freight and representation on Portland Freight Committee; Water Avenue Shuttle; discounted transit passes for district employees (bus, streetcar), Sullivan's Crossing, streetcar sponsorship.

5. Advocacy and Administration (\$275,000)

Personnel and administrative costs; insurance; relations with City; communications; financial reports.

- Corporate Structure – new 501(c)3 nonprofit organization to run the ESD.
- Audit – annual independent audit; in addition, the ESD will send an Annual Report including budget and service plan to all ESD payers and interested stakeholders.
- Transparent Finances – robust internal controls and RFI/RFP requirements for all contracts.
- Transparent Feedback – Bi-annual Property Owner and District Stakeholder Meeting to present service and financial reports and solicit feedback.
- Best Practices/Innovative Model – Central Eastside will leverage Venture Portland to share the ESD's best practices and innovative programs with business districts city wide.
- Board of Directors – diverse Board of 10-20 Directors representing all stakeholders/areas of district may serve up to 2 consecutive 3-year terms. All Board members must own property, work or live, within the District. In the case of organizations representing vulnerable populations and making appointments to the committee, the organization must be within the district. Nominating Committee will solicit nominations (self-nomination accepted) from the District annually and present a recommended slate that accurately reflects District diversity including geography, entity and property size and type, longevity in district) for election by the ESD Board. Within that framework, every effort will be made to ensure Directors also reflect non-place-based forms of diversity including ability, gender, race, et al. Directors will be chosen in accordance with the following guidelines:
 - 20% Business (up to 4 Directors: creative, maker, manufacturer, retail, service; must include at least 1 non-property owner)
 - 15-20% Community Organization (up to 3 Directors: arts, nonprofit, service provider)
 - 20% Property Owner (up to 4 Directors)
 - 20% Residential (up to 4 Directors: includes residents and/or residence managers; must include at least 1 non-property owner)
 - 10% Government or Education Institution (up to 2 Directors)
 - 15-20% Representatives with lived experience of houselessness/housing insecurity appointed by organizations, with a location in the Central Eastside, which represent vulnerable populations (up to 3 Directors)

All Board/Committee actions will be formalized in ESD's bylaws, policies and other governing documents using equity, inclusion, sustainability and transparency lenses. Directors/staff receive annual Orientation on legal role/responsibilities, governance and training provided to all program staff.

6. Contingency/Reserve \$50,000

Ensures financial stability and nonprofit best practice; funds long-term capital projects.

CENTRAL EASTSIDE: ENHANCED SERVICES DISTRICT

DATE: January 22, 2019

TO: Mayor Wheeler and Commissioners Eudaly, Fish, Fritz and Hardesty

CC: Claire Adamsick, Seraphie Allen, Derek Bradley, Jamey Duhamel, Kyle Chisek, Sonia Schmanski

FROM: Brad Malsin, President
Central Eastside Industrial Council

RE: Central Eastside ESD: Follow-up and Next Steps

We started this process with clear values – collaboration, innovation, responsiveness, transparency and equity – and a focus on serving the Central Eastside Industrial District’s diverse mix of businesses, industries, makers, creatives and residents by creating an innovative environment that generates quality jobs, promotes a vibrant pedestrian experience and ensures a resilient, welcoming and connected community.

During our two-year journey to create an Enhanced Services District, we have strived to be inclusive and responsive. We conducted in-depth conversations with 230+ commercial property owners (our primary ESD constituency) which helped us create a services wishlist for those who would pay the new Property Management License Fee. We studied best practices for ESD’s locally and nationally and had multiple conversations with the Buckman, Hosford Abernathy and Kerns neighborhood associations to address residents’ concerns. The Buckman and Kerns neighborhood associations have both written letters supporting the ESD. Data collection from our pilot projects as well as **28 meetings with 31 nonprofits, service providers and advocacy groups serving and supporting Portland’s houseless community and other vulnerable populations** (including 20 meetings specifically with members of the Compassionate Care coalition present) provided additional critical insight and creative suggestions that led to restructuring our pilot projects and our proposed ESD Service Plan.

In fact, we delayed our presentation to City Council by six weeks (from December 13, 2018 to January 30, 2019) to accommodate additional meetings with the advocacy community and ensure we understood what our community needed and wanted from an ESD. This delay exhausted our financial cushion; any delay that impacts our ability to receive funding 7/1/19 will result in the termination of 10.3 FTE including 3 houseless individuals.

The changes that we have already made to our proposal and the ones outlined below show our continued desire and willingness to ensure that our ESD our district, and our city, remain vibrant, prosperous and equitable. We remain committed to working with those who are interested in productive collaboration to create an innovative ESD that truly enhances the Central Eastside Industrial District for all who work, live and visit the district and hope you will join us in this endeavor.

Sidewalk Operations: Cleaning

Central Eastside has an increasing amount of trash and vandalism. Biohazards and trash make navigating sidewalks difficult for all users and impact access to transit options district wide.

- Current Program – Central City Concern’s Clean Start Program hires and houses individuals impacted by houselessness to remove trash, including biohazards, and graffiti district wide. This program is augmented with 3 all-volunteer district-wide Clean-ups that engage more 200 individual volunteers contributing 750 hours of work. In 2018 that effort removed 80 tons of trash (8,048 bags).
- Compromise Response to Compassionate Change Proposal
 - Peer-Based Waste Collection – Central City Concern’s Clean Start Program is peer-based. In addition, the program provides housing and a living wage to houseless individuals during their mentored work experience and expects to graduate 20 individuals/year from Central Eastside into ongoing employment if the ESD is approved and the contract renewed.
 - **RFI:** A public request for information (RFI) will be released for cleaning services upon ESD approval for programs funded by ESD property manager fees. Grassroots organizations will be encouraged to apply. Requested services will include district wide deployment, trash, biohazard and graffiti removal, rapid response capability, peer-based employment, workforce development, coordination with annual volunteer-run clean-ups, auditable data collection, investigation of complaints in coordination with the Safety for All Oversight Committee and quarterly reporting to the Mayor’s Office of any complaints received.
 - **INNOVATION FUND:** Smaller peer-based waste collection pilot projects, like those referenced in the Compassionate Care proposal could apply for ESD funding through the Innovation Fund; if scalable, proven pilot projects may be incorporated into the ESD’s Sidewalk Operations: Cleaning program in future years.
 - Waste Collection and Private Property – our Clean Start Program contract expressly prohibits campsite clean-up or removal of anyone’s private property/ belongings. If requested to remove large debris concentrations related to camping, cleaners provide blue trash bags to campers and request they place their trash inside; cleaners return the following day to collect the camper-filled blue bags. Any concerns about missing property are immediately addressed (postcards were mailed to every post office address in the Central Eastside with an overview of the Clean Start Program and contact information to request cleaning or dispute trash removed). *Please note: Central Eastside ESD is not responsible for cleaning strategies by other entities, including “One Point of Contact” in the district.*
 - **NEW:** Central Eastside will require all cleaners to receive an additional bi-annual ‘Central Eastside Cleaning Certification’ achieved through 2 or more hours of training about how to engage with campers and differentiate ‘trash’ from ‘personal property/documents’ (cleaners already receive a training of this nature upon hire); training must be trauma-informed and peer-based.
 - **NEW:** If matching funds are provided by the Portland City Council and the Joint Office of Homeless Services, Central Eastside will commit up to \$20,000 from the Sidewalk Operations: Cleaning budget to bring a free day storage program to the district (like the successful locker managed

by Central City Concern under the Steel Bridge utilizing peer-based employees who receive a living wage); employees will receive the same bi-annual 'Central Eastside Cleaning Certification' referenced above.

- **INNOVATION FUND:** Smaller peer-based safe storage pilot projects, like those referenced in the Compassionate Care proposal, could apply for ESD funding through the Innovation Fund; if scalable, proven pilot projects may be incorporated into the ESD's Sidewalk Operations: Cleaning program in future years.
- Hygiene – in partnership with St. Francis and Harbor of Hope, Central Eastside coordinated provision of shower services on a trial basis via a mobile unit starting in February 2019. If additional public resources were made available through the Portland City Council, Bureau of Environmental Services or PBOT, this service may be able to be added to the ESD's ongoing operations. Portland is a small business town and 90% of neighborhood businesses have 5 or fewer employees which means employees frequently work alone. Opening business restrooms to the public, regardless of a peer-based attendant, triggers a variety of issues for businesses including employee capacity, comfort and safety; legal liability and ongoing staffing and maintenance expense. While we would be happy to invite a provider to present this option at a quarterly member meeting, Central Eastside has no authority to require business participation and/or implement this program. Finally, creation of a neighborhood community center is outside the financial capacity of the proposed ESD and a more appropriate request for the City of Portland's Office of Community and Civic Life, Parks Bureau or the Joint Office of Homeless Services. *Please note: plans for a community center at Washington High School were long promised but halted due to lack of public funding.*
 - **NEW:** Central Eastside will step up its requests for the 4 Portland Loos previously promised to the district. Recognizing the environmental impact of human waste on the Willamette River, Central Eastside would expect permits, placement and ongoing service of these Loos to be absorbed by the Bureau of Environmental Services and/or the Joint Office of Homeless Services. The recommendation to apply attractive public art murals to these public restrooms is great and could be funded as part of the ESD's Streetscape/District Identity budget.
 - **INNOVATION FUND:** Smaller peer-based environmentally-friendly human waste collection projects utilizing tools like camping toilets could apply for ESD funding through the Innovation Fund; if scalable, proven pilot projects may be incorporated into the ESD's Sidewalk Operations: Cleaning program in future years.

Sidewalk Operations: Safety For All

Central Eastside has a crime problem. Using the City's own crime statistics, we know that crimes against people and property (including our most vulnerable populations) have increased significantly over the last 12 months. In November 2018, the portion of **Central Eastside where the Security Pilot Project was implemented had the 7th highest level of crimes against people and property in Portland per capita.**

- Current Program – unarmed security professionals walk the district six days a week documenting graffiti, vandalism, trash and biohazards and providing crime prevention through environmental design property assessments and referrals to social services. Central Eastside's contract requires all employees receive significant and ongoing

mental-health and de-escalation training. In January the contract was amended to provide earlier service hours (less over-night hours with the inadvertent potential to disrupt sleep), and include the following:

- Safety Escorts – between the hours of 3-7pm employees, residents or others who feel unsafe walking in the district can call for a free escort to or from work, home or transportation
- Transit Routes – increased presence along major transit routes including the Water Avenue Shuttle
- Vandalism Hot Spots – increased presence in hot spot areas including under bridges and freeways

Since August, an appointed Security Pilot Advisory Committee made up of 30 diverse stakeholders including businesses, property owners, nonprofit leaders, social service providers, residents and government agencies (and open to the public) was convened to provide oversight of this work. *Unfortunately, a seat designated for a houseless individual remains empty despite multiple CEIC requests to service providers and advocates to help identify someone to serve.*

- Response to Compassionate Change Proposal

- Kinder, Gentler Safety Services – language and optics matter, especially when serving vulnerable populations who are easily triggered. In addition, understanding that vulnerable populations are disproportionately blamed for crime while also being disproportionately victimized by crime, we have changed the focus and name of this service from ‘Security’ to ‘Safety for All’. *Please note: Central Eastside ESD is not responsible for security or safety services provided by other entities, including Portland Police, private security or “One Point of Contact” in the district.*
 - **RFI:** A public request for information (RFI) will be released for Safety Ambassador services upon ESD approval for programs funded by ESD property manager fees.. Grassroots organizations will be encouraged to apply. Requested services will include bi-annual ‘Central Eastside Safety Certification Training’, district wide deployment, trash, biohazard and graffiti documentation, rapid response capability, workforce development, coordination with cleaning services, auditable data collection, investigation of any complaints received in coordination with the oversight committee, and quarterly reporting of these complaints to the Mayor’s Office. Preferred providers will have a lived experience of being houseless and/or have staff with a lived experience of being houseless.
 - **NEW:** Contracted professionals will be called ‘Safety Ambassadors’ and will remain unarmed. If the ESD is approved, all new Safety Ambassador ‘uniforms’ will be low-barrier.
 - **NEW:** A Safety for All Oversight Committee made up of stakeholders including businesses, property owners, nonprofit leaders, social service providers, houseless advocates, residents and government agencies will be convened to advise the ESD on Safety Ambassador training, monitor complaints and trends and recommend changes to services. Every effort will also be made to include at least **3 houseless individuals** on the committee.
 - **NEW:** All Safety Ambassadors and managers must receive 12-hour ‘Central Eastside Safety Certification Training’ upon hire and every six months thereafter. This training will be co-facilitated by a housed and houseless trainer in addition to four hours of professional development

training. Training must be trauma-informed, provided by experts in the field and contain, at a minimum, first aid, conflict resolution and de-escalation techniques, mental health crisis response, trauma-informed interventions, social service safety net referrals and 'Central Eastside Cleaning Certification'. The Safety for all **All Safety Ambassadors must receive certification training and ongoing professional development of at least 4 hours/month, co-facilitated by housed and houseless trainers.**

- **NEW:** The Safety for All Oversight committee will establish a 'Central Eastside Situational Protocol' that will be provided to all safety ambassadors instructing them when to call the police. Any police contacts will result in a report. The Safety for All Oversight committee will review these reports quarterly.
 - **NEW:** A Crisis Worker, someone with expertise working with houseless populations, will be embedded with the Safety Ambassadors during a portion of their service hours. This trained social worker will have expertise in trauma-informed best practices and go through the same training requirements as the Safety Ambassadors.
- Peer-run Safe Camping – this is completely outside the financial, regulatory and zoning capacity of the proposed ESD. Multnomah County has created a pilot Church Camping Program which it is hoping to implement. However, there is only 1 house of worship in the Industrial Sanctuary (St. Francis); as with opening business bathrooms to the public, Central Eastside has no authority to require their participation and/or implement this program.
 - Peer-run Safe Sleeping/Nearby Green Space – Central Eastside leaders toured Right 2 Dream Too 1/13/19 and learned much about the peer-based model. However, creating a Safe Sleep area is outside the financial, regulatory and zoning capacity of the proposed ESD and a more appropriate request for the City of Portland's Housing Bureau or the Joint Office of Homeless Services. **Upon approval of the ESD, the Central Eastside Industrial Council commits to being a partner to the City in the process of identifying a peer-run, self governed safe sleeping area in the Central Eastside. When a mutually agreed upon site is identified by the City and the CEIC for a safe camping area, the CEIC commits to being a partner in its establishment.** As for green space, the Central Eastside, which is primarily an Industrial Sanctuary, has no public parks/green space outside of the Waterfront. Creating a new public park is outside the financial, regulatory and zoning capacity of the proposed ESD and a more appropriate request for the City of Portland's Parks Bureau and/or Bureau of Planning and Sustainability. As a 'park desert', Central Eastside would welcome a new park.

Advocacy and Administration

Central Eastside is committed to nonprofit best practices including strong governance systems, robust internal controls and generally accepted accounting principles (GAAP standards), transparent communications and equitable delivery of services and benefits.

- **Current Program** – Central Eastside Industrial Council has 40 years of governance excellence as a nonprofit, 501(c)6 mutual benefit corporation, neighborhood business district association. Its 23-person Board of Directors includes diverse representation of the businesses, nonprofits, social service providers and property owners in the district. It has six active committees including an Executive Committee, ESD Steering Committee, Land Use Committee, Merchants & Makers Committee, Security Pilot Advisory

Committee and Transportation and Parking Advisory Committee plus 2.5 FTE. The dedicated volunteer leaders of the CEIC contribute 2,950 volunteer hours annually.

- Response to Compassionate Change Proposal
 - Corporate Structure – If the ESD is approved, Central Eastside will create a new 501(c)3 nonprofit organization to run the ESD.
 - Audit – As noted in the proposed Service Plan, if approved, the ESD will conduct an annual independent audit; in addition, the ESD will send an Annual Report including budget and service plan to all ESD payers and interested stakeholders.
 - Transparent Finances – If approved, RFP requirements for all ESD service contracts will be included in the organization's robust internal controls.
 - Transparent Feedback – If approved, the ESD will host a bi-annual Property Owner and District Stakeholder Meeting to present service and financial reports and solicit feedback.
 - Best Practices/Innovative Model – While all of the ESD's funds will be committed to serving the district, Central Eastside will leverage Venture Portland, the support system for Portland's 50 neighborhood business districts, to share the ESD's best practices and innovative programs with business districts city wide.
- Board of Directors – diverse Board of 10-20 Directors representing all stakeholders/ areas of district may serve up to 2 consecutive 3-year terms. All Board members must own property, work or live, within the District. In the case of organizations representing vulnerable populations and making appointments to the committee, the organization must be within the district. Nominating Committee will solicit nominations (self-nomination accepted) from the District annually and present a recommended slate that accurately reflects District diversity including geography, entity and property size and type, longevity in district) for election by the ESD Board. Within that framework, every effort will be made to ensure Directors also reflect non-place-based forms of diversity including ability, gender, race, et al. Directors will be chosen in accordance with the following guidelines:
 - 20% Business (up to 4 Directors: creative, maker, manufacturer, retail, service; must include at least 1 non-property owner)
 - 15-20% Community Organization (up to 3 Directors: arts, nonprofit, service provider)
 - 20% Property Owner (up to 4 Directors)
 - 20% Residential (up to 4 Directors: includes residents and/or residence managers; must include at least 1 non-property owner)
 - 10% Government or Education Institution (up to 2 Directors)
 - 15-20% Representatives with lived experience of houselessness/housing insecurity appointed by organizations, with a location in the Central Eastside, which represent vulnerable populations (up to 3 Directors)All Board and Committee actions will be made through the lens of equity, inclusion, sustainability and transparency; these principles will be formalized in the ESD's bylaws, policies and other governing documents. Directors and staff will receive an extensive annual orientation explaining their legal role and responsibilities, governing practices and truncated versions of the training provided to all contracted cleaners and Safety Ambassadors.

City Council has repeatedly asked the private sector to step up and help solve the biggest challenges facing our City today and in the future. The Central Eastside business community is doing just that – by investing more than \$140,000 over the last 2 years to try innovative pi-

lot projects and offering to assess themselves an additional \$4.1 million over the next 3 years. Small businesses and progressive services providers who serve our most vulnerable including Catholic Charities, City Team, CODA, Goodwill, Legacy Health, Milagro Theatre, REACH and Volunteers of America are strongly supporting the proposed ESD to ensure our district, and our city, remain vibrant, prosperous and equitable.

The last time an Enhanced Services District was formed was 15 years ago (City Council did reauthorize the Lloyd ESD just this month). Best practices have evolved over that period which is why Central Eastside has taken such a slow and thoughtful approach in proposing a new kind of ESD. At Mayor Wheeler's meeting on 1/17/19, City Council expressed its desire to approve a bold new kind of ESD that all of us can be proud of. We have done our part – listening with an open mind, trusting in everyone's good intentions even while being attacked with lies and mischaracterizations, clarifying our values, compromising on programs and reiterating our continued deep desire to collaborate despite being held to different standards than Portland's other ESDs. **We expect nothing less from our partners on City Council and the advocacy community.**

Solving Portland's 4-year long housing emergency or the crisis of addiction and mental health issues on our streets is not a reasonable request for a newly formed organization with a limited budget. Leveraging the ESD's private investment with new public funds could ensure innovation in hygiene and storage options that could serve as a model in Portland and beyond (and are currently outside the scope of the proposed ESD). Leveraging Central Eastside Industrial Council's volunteer commitment with new volunteers from the advocacy community to support Central Eastside's 3xyear Clean-ups, district-wide events and implementation of Innovation Grants could ensure successful programs while achieving the Compassionate Change goal of programming where housed and houseless individuals and advocates to interact.

Executive Summary

- Central Eastside has done extensive outreach and is committed to collaboration
- Central Eastside is modifying ESD programs: cleaning, hygiene, safety. Security oversight committee which includes houseless advocates/houseless to advise on training and investigate complaints
- Central Eastside's governance model is based on nonprofit best practices and reflects the diversity of district stakeholders
- Achieving goals outside of proposed service plan requires new public funding and increased volunteer commitment from City Council and the advocacy community

We must approve this ESD on **2/6/19**. The high cost of delay or defeat – terminating 10.3 FTE (including 3 houseless individuals currently receiving job training and housing as a condition of their employment by Central Eastside), stopping all services and losing trust among the businesses willing to pay \$4.1 million over 3 years is simply too high to contemplate.

"Getting numerous individuals, businesses and property owners to agree on anything, let alone taxing themselves, is no easy feat. To deny them the opportunity to be proactive in a public/private partnership will only add to cynicism. I hope that you give this pilot a chance."

-Ted Gilbert, property owner, Gilbert Bros letter to City Council